

FRAMEWORK

THE

LOS

ANGELES

CITYWIDE

GENERAL

PLAN

FRAMEWORK

BACKGROUND REPORT EXECUTIVE SUMMARY

INTRODUCTION

The Department of City Planning is comprehensively updating the City's General Plan to provide a framework for managing Los Angeles's continued growth in jobs, housing, and people. The result of this work will be a new set of planning and development strategies for creating a more livable and economically strong City for the 21st Century. These strategies will be adopted as a new element of the City's General Plan (the General Plan Framework), a Transportation Improvement and Mitigation Program (TIMP), and a series of Planning and Zoning Code amendments designed to implement the Framework Plan's goals, policies, and objectives.

Why is the City Updating its General Plan?

Recent and Forecasted Growth in Los Angeles

The current General Plan is more than twenty years old and is based on dramatically changed circumstances and obsolete assumptions about how the City will grow and develop. During the 1980s, the City grew at an unexpectedly high rate, adding 519,000 residents for a total 1990 U.S. Census population of 3,485,000. By the year 2010, the City is forecasted to add another 822,000 residents for a total population of 4,307,000, an increase of 24% over the 1990 population level.

Regional Growth

The cities and counties surrounding Los Angeles, as a whole, are forecasted to grow at a much faster rate than the City itself. The five counties of Orange, Riverside, San Bernardino, Ventura, and Los Angeles are projected to grow from a 1990 population base of 14,528,000 to 20,281,000 persons by the year 2010, an increase of 40%.

Infrastructure and Air Quality Impacts

Growth during the 1980s placed correspondingly higher strains on the City's ability to maintain its infrastructure of utilities, sewers, freeways, roads, and other critical facilities. Growth also had significant environmental impacts, especially on air quality. It was these air quality impacts that prompted the Environmental Protection Agency to require the City to update its General Plan to make it consistent with the Regional Air Quality Management Plan. The EPA was concerned that the City's intentions to expand

During the 1980s, Los Angeles experienced tremendous job growth, only to see many of these gains reversed during the 1990s by the twin impacts of the current recession & the Federal Government's cutbacks in the aerospace industry

its wastewater treatment system would "induce growth," leading to declines in air quality, unless appropriate mitigation measures were taken. Revisions to the General Plan through completion of a General Plan Framework, Air Quality Element, and Transportation Element, are all listed in the City of Los Angeles Wastewater Facilities Plan Update Environmental Impact Statement/Environmental Impact Report as air quality mitigation measures.

Ethnic Diversity

The City's ethnic mix is more diverse than at any time in its history. No single ethnic group can claim majority status, with Hispanics and non-Hispanic Whites occupying roughly the same percentage of the City's total population. The City's evolving ethnic composition is leading towards cultural changes which may influence attitudes concerning acceptable housing types, the design of the City, use of public transit, and other aspects of urban life.

Economic Restructuring

Change in Los Angeles has not been limited to an increased population and a significantly altered demographic profile and environment. The economy has also changed. During the 1980s Los Angeles experienced tremendous job growth, only to see many of these gains reversed during the 1990s by the twin impacts of the current recession and the Federal Government's cutbacks in the aerospace industry.

Future employment growth in Los Angeles is expected to slow down considerably relative to the rest of Southern California. The 1990 ratio of 1.46 jobs for every unit of housing is forecasted to decline to 1.34, with a greater share of new jobs locating outside the City. Only 10% employment growth to the year 2010 is forecasted for Los Angeles. Population and housing, on the other hand, are forecasted to grow by much higher percentages, 24% and 20% respectively, resulting in more overcrowding and calling into question the City's financial ability to provide basic services to its residents.

Given the City's projected continued growth — and the impacts, both positive and negative, that will accompany this growth — comprehensive planning is a prudent response to maintain and protect the quality of life in the City's many unique communities and neighborhoods.

Key Planning Principles and Goals

The General Plan Framework seeks to manage the growth and development of Los Angeles consistent with the following key planning principles and goals:

ECONOMIC & SOCIAL EQUITY ✓

Economic and Social Equity

Revitalize depressed communities while conserving existing neighborhoods.

•

Support the creation of new jobs.

•

Stimulate the production of affordable housing.

•

Ensure the equitable distribution of public resources.

ENVIRONMENTAL QUALITY ✓

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Environmental Quality

Improve air quality.

•

Conserve natural resources.

PHYSICAL FORM & QUALITY OF LIFE ✓

Physical Form and Quality of Life

Ensure the provision of adequate infrastructure and public services such as parks, utilities, solid waste disposal, and wastewater treatment to meet the demands posed by a growing population.

•

Reduce traffic congestion and maintain mobility and access.

•

Create more pedestrian-friendly streets and other public spaces where people can walk instead of drive to their destinations.

•

Create an integrated Citywide open space system.

•

Achieve the vision of a more livable City.

FRAMEWORK

Plan Implementation

Enhance coordination between the public and private sectors.

Provide predictability and certainty in the development approval process.

Overview of the General Plan Framework

Key Issues and Opportunities

The General Plan Framework will address the following key planning issues and opportunities:

> Growth Management:

reducing unacceptable impacts of growth in population, employment, and housing on City services and infrastructure.

> Regional Context:

understanding that even if the City itself does not grow, it will still be impacted by growth in surrounding cities and counties.

> Economic Growth:

protecting the City's employment base relative to the rest of the region.

> Social Equity:

addressing social equity concerns in terms of distribution of City resources.

> Rail Transit:

integrating land use and transportation planning by targeting growth around Metro Rail and Metrolink stations and corridors.

> Mixed Use Development:

providing a range of housing by introducing mixed residential and commercial developments along the City's many boulevards.

> Urban Design:

creating pedestrian-friendly public spaces and environments and more attractive commercial buildings and apartment and condominium complexes.

> Travel Demand Management:

providing incentives to rideshare, telecommute, or work flexible schedules to maintain mobility and minimize air quality impacts of traffic congestion.

The General Plan Framework will provide a policy basis for managing the City's mid-term growth, to the year 2010, and its long-term growth beyond the year 2010. While there are no reliable



City of Los Angeles

*The Framework's land use plan
will identify the proposed
future general distribution of
land uses & the density of
commercial & residential areas*

FRAMEWORK

estimates of the amount of growth that may occur after the year 2010, the General Plan Framework includes provisions for monitoring development patterns and their impacts. While the Framework Plan defines a long-term vision and direction for growth in Los Angeles, it also recognizes that trends and circumstances change and that planning must be flexible enough to respond to those changes.

Centers Concept Update

The Directed Growth Strategy, the General Plan Framework's approach to integrating land use and transportation planning, is essentially an update of the Centers Concept, which was adopted by the City Council in 1974 as the framework for managing Los Angeles's growth. The Directed Growth Strategy does not alter the major theme behind the Centers Concept, which is that new development should be channelled into targeted areas while at the same time conserving single family neighborhoods from unwanted encroachments by commercial developments and multi-family residential buildings. Instead, the Directed Growth Strategy expands the Centers Concept to include centers of different sizes and functions and also targets boulevards and transit corridors as areas that can accommodate higher densities.

Land Use, Transportation, and Policy Plans

The General Plan Framework will create a set of interrelated land use, transportation, and policy plans for managing the growth of the City of Los Angeles. The Framework's land use plan will identify the proposed future general distribution of land uses and the density of commercial and residential areas. The transportation plan will identify the programs necessary to maintain mobility, improve public transit, and make the most efficient use of existing freeways, streets, and roads. The policy plan will identify the public actions necessary to achieve such important goals as improving air quality and the environment, creating new jobs and housing, and ensuring the provision of adequate infrastructure and City services.

Permit Streamlining

The General Plan Framework seeks to move development decision-making away from current practice, with its emphasis on discretionary case-by-case reviews, towards a more streamlined permitting process. The basic idea is that once a comprehensive planning process establishes the City's direction and vision, development applications found consistent with that direction and vision should, generally speaking, be approved "by right."

PUBLIC PARTICIPATION

The Framework project team conducted an extensive first phase public participation effort during the spring of 1993 to provide important background information concerning the direction of the General Plan Framework. The public participation effort consisted of interviews with community leaders, eight community workshops (plus 38 "spin-off" neighborhood workshops), and a Citywide workshop.

One-on-One Community Leader Interviews

The public participation effort was initiated with one-on-one interviews with over one hundred community leaders and activists from all over the City representing a variety of business, environmental, homeowner, tenant, and other civic organizations. The purpose of the interviews was to introduce the Framework project to a broad cross-section of the Los Angeles community and to solicit initial reactions to some of the Framework's preliminary concepts.

Project staff asked interviewees to assess the "pros" and "cons" of life in Los Angeles. Generally it was agreed that Los Angeles's most favorable characteristic was its ethnic and cultural diversity and the opportunities for a varied lifestyle this diversity offers. The climate and location of Los Angeles were considered the City's next most valuable assets, followed by cultural amenities. Crime or the fear of crime seemed to be the least favorable characteristic. Traffic congestion and the lack of a reliable, accessible, and affordable public transit system; the City's non pedestrian-friendly urban design; and the lack of equity in terms of access to resources, jobs, services, political power, and capital were considered to be the next most unfavorable characteristics of Los Angeles.

Project staff asked interviewees their general feelings about growth, both its positive and negative aspects. Regardless of their particular attitudes about growth, most interviewees believed that growth was inevitable and that the City could better prepare for it through comprehensive planning.

Most participants agreed with the basic goals and directions of the Framework project but had different ideas about how to achieve them. For example, most interviewees supported the concept of balancing growth with infrastructure capacity, but some had concerns about defining inflexible standards that could be used as a rationale for inhibiting development where it may be needed or desired.

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Community and Neighborhood Workshops

In a structured format that paralleled the one-on-one community leader interviews, project staff asked participants in the community and neighborhood workshops to rate the strengths and weaknesses of their communities, to identify community needs, and to brainstorm strategies for achieving the key planning principles and goals of the Framework project.

Most workshop participants painted a vision of Los Angeles that includes tree-lined streets, cleaner air, pedestrian-oriented boulevards and public plazas, more parks and recreational facilities, preservation of historic structures, and better designed commercial districts and multi-family apartment buildings. Existing single-family neighborhoods were consistently rated as one of Los Angeles's most important assets that should be preserved essentially as they are through controls on overdevelopment. Many participants were receptive to the idea of mixing residential and commercial uses along boulevards presently planned for exclusive commercial use. Most participants understood that affordable housing is a critical need but disagreed over where it should be located and how much is needed.

Reducing crime and improving the quality of the public schools were two social goals generally identified as critical to the future of Los Angeles, both to maintain the City's quality of life and its economic competitiveness.

While there was relative Citywide consensus concerning the goals and visions for a future Los Angeles, this agreement did not extend to perceptions of the City's most important needs and priorities, which varied considerably based on a community's location. Generally speaking, residents on the City's westside and in the San Fernando Valley were more concerned about quality of life and environmental issues, such as the need to preserve an "urban forest," to promote air quality, and to reduce traffic congestion. Residents in less affluent areas of the City, primarily in the southern and eastern portions of Los Angeles, put a higher premium on economic and social justice issues. The lack of good jobs at good wages and inequities in the distribution of public services and amenities were most often cited as pressing concerns that should be addressed by the General Plan Framework.

Citywide Workshop

The Framework project team conducted a Citywide workshop to summarize the comments and themes expressed at the community and neighborhood workshops and to involve community leaders in the shaping of the Framework Plan and its policies. Based on an analysis of existing conditions, trends to the year

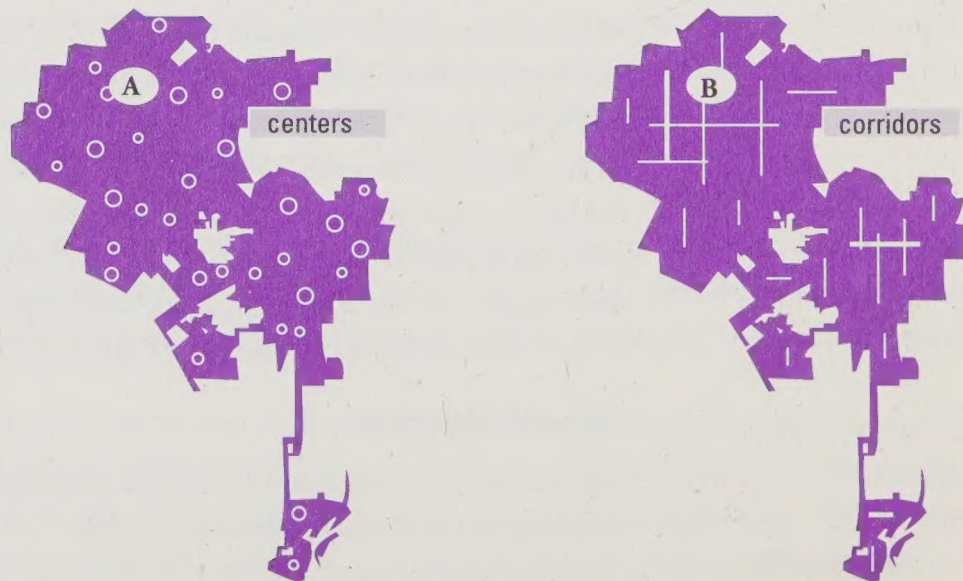
2010, and community concerns and priorities, the Framework project team defined two alternatives towards achieving the vision of a more livable and economically strong Los Angeles for the 21st Century. These growth options were called "A" and "B." The project team developed these initial concepts into full-fledged land use plans and then evaluated them for their impacts. Through an iterative process, the best features of these plans will be combined and further evaluated until an optimal plan is developed that can be submitted for review and discussion by the City Planning Commission.

Option A, Concentrated Growth in Centers

Growth Option A contained the following emphases: (1) higher Citywide population, jobs, and housing numbers; and (2) concentration of growth primarily in centers and secondarily along boulevards. Growth Option A also assumed that the Metropolitan Transportation Authority would be able to fund and build the entire bus and rail transit system contemplated in its thirty year plan.

Option B, Concentrated Growth in Corridors

Growth Option B contained the following emphases: (1) lower Citywide population, jobs, and housing numbers; and (2) concentration of growth primarily along boulevards and secondarily in centers. Growth Option B also assumed that the Metropolitan Transportation Authority would only be able to fund and build a portion of the bus and rail transit system contemplated in its thirty year plan.



ISSUES & OPPORTUNITIES

On the basis of technical analysis of existing conditions in the City of Los Angeles and input received during the first phase of the public participation program, the Framework project team have identified the following as the most critical issues and opportunities that should be addressed by the Framework Plan:

Growth Management

The key question facing the City and region is not how to control or stop growth, but how to manage the growth that will inevitably occur, balancing environmental and economic impacts and concerns. Infrastructure capacity and public services should be provided consistent with the amount of growth anticipated.

The City must maintain a strong fiscal base to provide adequate police, library, recreational, roadway, sewer, and other systems and services necessary to maintain a high quality of life for the residents of the City of Los Angeles.

Regional Context

The population of the City of Los Angeles is projected to grow 24% by the year 2010, but surrounding cities and counties are expected to grow by a factor of 40%. Regional growth will affect the quality of life in Los Angeles, in terms of traffic congestion and air quality, whether or not the City itself grows.

Economic Growth

The City of Los Angeles and Southern California are experiencing a painful post-Cold War economic restructuring as the aerospace industry, largely financed with national defense dollars, continues to downsize its workforce. Currently, 9% of the acreage in Los Angeles is zoned for industrial development. A key debate is whether the City should replan industrially zoned properties for other than industrial uses. A fundamental conclusion of the Framework project team is that the City should "bank" most of these properties (primarily large contiguous industrial zones around the Harbor, east of downtown, and in the San Fernando Valley) in anticipation of renewed economic growth. Other parcels, mostly smaller and scattered all over the City, should perhaps be converted to other uses, such as commercial, residential, or mixed use development, depending on location, community need, and market demand.

The key question facing the City & region is not how to control or stop growth, but how to manage the growth that will inevitably occur, balancing environmental & economic impacts & concerns

Much as the freeways shaped growth in Los Angeles in the past, Metro Rail & Metrolink have the potential to shape growth in Los Angeles in the future

Additionally, the City should proceed with plans to create an economic development strategy to replace with comparable employment opportunities the jobs lost due to Federal cutbacks in the aerospace industry. For example, the City should position itself to take advantage of emerging opportunities in the advanced ground transportation systems industry.

Social Equity

Public services and amenities, such as open space lands, parks, schools, and libraries, are generally not equitably distributed in Los Angeles. Ensuring equity in the provision of services and neighborhood facilities is a serious problem that should be addressed by the General Plan Framework.

Rail Transit

Metro Rail and Metrolink constitute the most significant new transportation system to be built in Los Angeles since the freeways. Much as the freeways shaped growth in Los Angeles in the past, Metro Rail and Metrolink have the potential to shape growth in Los Angeles in the future. Metro Rail and Metrolink offer the City multiple opportunities to reform its approach to economic, land use, transportation, and environmental planning. The new transit system can revitalize economically depressed areas of the City by providing regional access to jobs based in Los Angeles, maintain mobility by offering an alternative to the private automobile, and reduce pollutants that degrade the City and region's air quality. Rail transit can provide the incentive necessary to target growth in areas of the City where it is needed. The new transportation system can help implement the original vision of Los Angeles as embodied in the Centers Concept adopted by the City Council in 1974, that of a network of urban centers connected by rail transit interspersed with single-family neighborhoods protected from overdevelopment.

Mixed Use Development

The City's grid of commercially planned boulevards is one of its most significant assets and presents a real opportunity to redefine the City's future. For the most part, these boulevards are overplanned for commercial development relative to realistic current and forecasted market demand.

The City's underutilized boulevards provide an opportunity to solve one of Los Angeles's most pressing problems, the lack of a range of housing, including affordable housing. By replanning the City's boulevards to accommodate mixed residential and commercial uses, the long-term capacity of the City to provide a range of adequate shelter to its residents can be assured.

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Urban Design

If future growth in jobs, housing, and people is targeted along mixed-used corridors and near rail transit stations, then these districts must be well-designed and planned. A common theme voiced in the community workshops was the poor design and lack of appeal of multi-family apartment complexes constructed during the 1980s building boom. Design standards, wide sidewalks, street trees and furniture can create desirable spaces for living and working. Good design in combination with transit can persuade people to leave their cars while, at the same time, improving the City's air quality.

Travel Demand Management

Buses, rail transit, and well-designed pedestrian-oriented boulevards and other public spaces will not, by themselves, solve the City and region's mounting traffic and air quality problems. Changes in travel behavior are also required. Specifically, the City should encourage a fundamental shift in the priorities of most drivers in Los Angeles. Carpooling, vanpooling, telecommuting, flexible work scheduling, parking standards, and other transportation improvement and mitigation strategies will all be necessary to offset the effects of future growth on the City's ability to clean the air and maintain mobility and access.

EXISTING CONDITIONS

Existing Land Use - 1990

Land Use Category	Percent of Total Area
Residential	38%
Open Space	23%
Streets/Infrastructure	21%
Industrial	9%
Commercial	4%
Other	5%
Total	100%

Residential densities range from 4 units per acre in Bel Air/Beverly Crest & Sylmar to 71 in Westlake & 131 in the Central City

Land Use

At 467 square miles the City of Los Angeles is the fifth largest city in terms of land area in the United States. Three-fourths of the City is developed property. The remaining one-fourth of land in the City is undeveloped open space, including parks and vacant parcels. Some of the major open spaces areas in the City of Los Angeles include Griffith Park, the Santa Monica Mountains (which separate the San Fernando Valley from the Los Angeles basin), the Ballona Wetlands south of Marina del Rey, and the Verdugo Mountains in the northeastern sector of the City. Open space includes parks as well as undeveloped public and private properties.

Jobs/Housing Relationship

According to the U.S. Census, the City of Los Angeles had 1.46 jobs for every dwelling unit in 1990. This ratio of jobs to housing units is forecasted to decline to 1.34 by the year 2010. If the existing General Plan were built out to the maximum extent permitted, the City would have 4.94 jobs for every dwelling unit, an extremely high and unachievable jobs/housing ratio for both environmental and economic reasons.

Current Density

The average net residential density in the City of Los Angeles as of the 1990 U.S. Census is 12 units per acre. In single-family districts, the net residential density is 7 units per acre. For multi-family districts the net residential density is 32 units per acre.

Residential densities range from 4 units per acre in Bel Air/Beverly Crest and Sylmar to 71 in Westlake and 131 in the Central City.

The average existing Citywide retail floor area ratio (FAR) in the City of Los Angeles is 0.38, ranging from 0.23 FAR in Southeast Los Angeles to 2.19 FAR in the Central City. Floor area ratio is the amount of square feet of development expressed in relation to lot area.

Housing

Availability and Distribution

As of 1990 the City of Los Angeles had 1,300,000 dwelling units. Sixty percent or 780,000 of these units

*57% of all dwelling units in
Los Angeles were renter occupied,
37% were owner occupied,
& 6% were vacant*

were in multi-family buildings, mostly apartment or condominium complexes. The remaining 40% of all dwelling units in the City of Los Angeles, or 520,000 units, were single-family houses.

Most of the City's multiple family units are located in its most urbanized districts, such as Wilshire, Central City, Hollywood, Westlake, and North and East Central City. The areas that have the greatest concentrations of detached single family housing are, without exception, in the San Fernando Valley, in particular Sun Valley, Sylmar, Granada Hills-Knollwood and Sunland-Tujunga.

Homeownership

People over the age of 45 are the most likely to be homeowners. The percentage of mature households that owned their own homes rose 11% during the 1980s while the percentage of younger households that owned their own homes declined 8% during this same time period. As of 1990, fifty-seven percent of all dwelling units in Los Angeles were renter occupied, 37% were owner occupied, and 6% were vacant.

Affordability and Overcrowding

Population growth has outstripped the City's ability to build new housing. Between 1980 and 1990 the population grew by over 17%, while the number of housing units increased by only 9%. As a result, the average number of persons per household increased from 2.55 to 2.83 and the percentage of overcrowded units increased markedly from 13% to 22%. During this time the cost of housing outpaced income growth. The percentage of households that pay more than a third of their income for housing increased from 29% to 35%.

Age of Housing Stock

Approximately 29% of existing housing units are 50 years old and 40% are over 40 years old. Eleven percent of existing housing units have been built in the last 10 years and 22% in the last 20 years. Most of the City's older dwelling units are located in its Northeast, Central, and Southern sectors. Most of the dwelling units in the San Fernando Valley are between 10-29 years old.

Homelessness

According to a study performed by the Shelter Partnership for 1990-91, between 63,000 and 100,000 persons were homeless at some time during the year in the City of Los Angeles. Furthermore, increasing numbers of women and children are among the homeless.

Jobs Located in Los Angeles - 1990

Industry	Percent of Jobs
Retail & Service	56%
Manufacturing	15%
Finance, Insurance & Real Estate	8%
Other	21%
Total	100%

Employed City Residents - 1990

Occupational Category	Percent Employed
Technical, Sales, or Clerical	31%
Executive, Managerial, or Professional	27%
Precision Crafts or Machine Operator	19%
Transportation	3%
Other	20%
Total	100%

Economic Conditions

Los Angeles is the largest employment center in Southern California. A total of 1,670,000 City residents were employed in 1990, but the total number of jobs based in the City was approximately 1,900,000. Thus, the City of Los Angeles had a net in-migration of approximately 230,000 commuters.

Per capita annual income in 1990 was \$16,188 and average household income was \$45,750.

The Citywide average 1990 unemployment rate was 8.4%. Unemployment rates in 1990 varied considerably from community to community. Residents of Southeast, Central City, Boyle Heights, and South Central Los Angeles had the highest unemployment, with rates of 17%, 16%, 14%, and 14% respectively.

From 1960 to 1990 manufacturing jobs in Los Angeles declined by 31% while professional and service jobs increased by 71%.

The City of Los Angeles has been severely impacted by the prolonged economic recession of the early 1990s. The source of these economic problems, characterized by declining home prices, high unemployment, stagnant or falling wages, and business flight, can be attributed both to a usual downturn in the business cycle as well as the Federal Government's reductions in funding for defense-related aerospace work. These cutbacks have had severe ripple effects on the local economy, causing a fundamental and on-going restructuring of the region's industrial base. From 1990 to 1992 the state lost 523,000 manufacturing jobs. Two-thirds of these losses occurred in Los Angeles County.

Racial and Ethnic Diversity

Los Angeles is a city of great racial and ethnic diversity. It has the largest Mexican, Filipino, and Korean populations outside their native countries. In excess of 80 different languages are spoken in the City's schools.

The 1970 U.S. Census was the last census that counted a single ethnic majority in Los Angeles. At that time, non-Hispanic whites accounted for 60% of the population. While not the majority, Hispanics are now the single largest ethnic group in the City, accounting for 40% of all residents as of the 1990 U.S. Census. The proportion of non-Hispanic Whites has declined significantly to only 37% of the City's population. Asians and Pacific Islanders increased from 7% to 9% of the population while Blacks and Native Americans decreased as a proportion of the population during this same time period.

Per Capita Income by Ethnicity - 1990

Ethnic Category	Per Capita Income
White	\$22,191
Asian & Pacific Islander	\$13,875
Black	\$11,257
Hispanic	\$7,111

Racial & Ethnic Diversity - 1990

Ethnic Category	Percent of Population
Hispanic	40%
White	37%
Black	13%
Asian & Pacific Islander	9%
Native American	less than 1%
Total	100%

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Transportation

Traffic and Roadway Characteristics

The transportation system in Los Angeles is enormous, encompassing 165 miles of freeways and 6,500 miles of arterial streets. Fifty-five percent of all traffic in Los Angeles moves on arterial streets and secondary highways. In comparison, 45% of all traffic moves on freeways.

Approximately 57 million miles are travelled daily in Los Angeles. Approximately 15.4 million person trips and 10.6 million vehicles trips occur daily. Only 5% of all person trips are made by transit.

Historically, traffic volumes on City streets have been growing at an average rate of 2% annually. Roadway and other traffic improvements, however, have not kept pace with this growth. As a result, congestion has increased.

The most congested freeways in Los Angeles County (I-10, Rte 101, I-405, and I-110) all cross the borders of the City. During the morning peak period, 10 out of 22 freeway locations operating at LOS F are located within the City of Los Angeles. During the afternoon peak period, 15 out of 38 freeway locations operating at LOS F are located within the City.

LOS F is the lowest setting in a classification system that measures degrees of traffic congestion.

Transit Characteristics

The Los Angeles County Metropolitan Transportation Authority (MTA) operates the largest bus fleet in the country. Approximately 1,800 MTA buses operate on the City's streets every day. Additionally, many local cities or smaller transit operators, such as the Foothill Transit Authority or the Santa Monica Bus Lines, provide bus service within the City of Los Angeles. The City of Los Angeles itself operates about 100 local DASH buses and 103 Commuter Express buses.

Commuter Express has 12 routes that, in addition to Los Angeles, serve 15 other cities in the metropolitan area. Commuter Express has over 1.1 million boardings per year. The DASH shuttle bus system has 17 routes and over 3.1 million boardings per year.

Rail Transit

The Metrolink rail system, inaugurated in 1992, provides long-distance commuter service for workers travelling to downtown Los Angeles from their homes in surrounding cities and counties. The Metro Rail

The Los Angeles County Long Range Transportation Plan calls for investing billions of dollars in highway, rail, & bus improvements well into the 21st Century. Full implementation of this long range plan will result in a comprehensive Metro Rail system for Los Angeles County

Blue Line, linking Long Beach to downtown Los Angeles, opened in 1990. The Metro Rail Red Line from Union Station downtown to MacArthur Park opened in 1993.

The Los Angeles County Long Range Transportation Plan calls for investing billions of dollars in highway, rail, and bus improvements well into the 21st Century. Full implementation of this long range plan will result in a comprehensive Metro Rail system for Los Angeles County.

The Red Line Extension from downtown to the intersection of Wilshire Boulevard and Western Avenue will open by 1996. The Red Line extension to the intersection of Hollywood Boulevard and Vine Street will open by 1998, to East Los Angeles and the Mid-City area by 2000, and to North Hollywood by 2001.

The Blue Line extension from Union Station downtown to Pasadena will open by 1997. The Metro Rail Green Line will extend from El Segundo to Norwalk and will open by 1995.

Air Quality

Air quality conditions in the South Coast Air Basin, which encompasses the City of Los Angeles, are among the worst in the nation. The health-based standards for nitrogen oxide, ozone, carbon monoxide, and other pollutants, are exceeded frequently and often by large amounts.

Recent air quality studies in the South Coast Air Basin indicate that the poorest air quality days are not weekdays but Saturday and Sunday. Most air quality experts believe that changes in travel patterns, with many dual income families postponing shopping and other errands until the weekend, help explain this shift.

Open Space

Open space is an important resource in terms of habitat conservation, preservation of endangered species, watershed conservation, recreation, flood control, fire protection, agriculture, resource development, earthquake safety, and viewshed protection.

While the 13% of the City protected as public open space exceeds the minimum General Plan standard of 10%, this amount is distributed inequitably. Thirteen of the 35 Community Planning Areas in Los Angeles have less than 2% of their land use set aside as public open space.

In some communities, primarily the more economically disadvantaged areas of Southeast, South Central, & East Los Angeles, the shortages in schools, libraries, & parks are more severe

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Biological Resources

Southern California has one of the largest concentrations of rare and endangered plant and animal species in the United States. This is due to the large diversity of unusual habitats in the area. The County of Los Angeles has designated 64 significant ecological areas (SEAs). Fifteen of these SEAs are located within the City of Los Angeles and many have already lost land to urban development. Urbanization in Los Angeles has displaced or split natural wildlife ranges including "habitat linkages" where animals must move between two habitats in order to feed and reproduce. Several of these linkages between mountain habitats in Los Angeles are now at risk from potential development. In addition, the absence of buffer zones between built-up areas of the City and open space has led to the frequent deaths of animals who wander into populated habitats whose proximity to developed areas encourages them to be overused.

Public Facilities

According to current service standards, Los Angeles has a shortage of approximately 6,100 police officers and 870 civilian personnel and a fire protection shortage of 43 engine company stations and 34 truck company stations. The shortages in fire protection can be partially explained by the large areas of undeveloped property in the City that have no fire protection facilities.

Los Angeles has a public school shortage of about 42 elementary schools, 25 middle schools, and 20 high schools and a library shortage of 588,000 square feet of library net floor area. The City also has a park shortage of almost 5,800 acres of neighborhood parks, around 5,100 acres of community parks, and 8,200 acres of regional parks. The shortages in police and fire protection services, schools, libraries, and parks are a general Citywide problem. However, in some communities, primarily the more economically disadvantaged areas of Southeast, South Central, and East Los Angeles, the shortages in schools, libraries, and parks are more severe.

Infrastructure

The City of Los Angeles needs to expand the capacity and replace the deteriorating infrastructure of its wastewater collection, water distribution, electric power distribution, and stormwater drainage systems.

The City of Los Angeles currently generates 4.8 million tons of solid waste per year (approximately 15,000 tons per day) and an average of 460 million gallons per day of wastewater. In 1990, the City consumed 620 million gallons per day of water, over two-thirds of which was imported from the Owens River located

One of the consequences of the City's automobile-oriented development pattern is a scarcity of pedestrian-focused plazas & shopping districts

at the base of the Sierra Nevada Mountains or the State or Colorado River aqueducts through the Southern California Metropolitan Water District. The regional flood control and storm drain system, built to handle stormwater levels anticipated during the Great Depression of the 1930s, now regularly overflows during extended rainstorm periods. Army Corp of Engineers studies show that it could fail and inundate parts of the City during a 100, 200, or 500 year storm.

If current trends continue, within the corporate boundaries of the City, local landfill space will likely be exhausted by the year 2004. More distant and therefore more costly landfill sites are likely. A transfer station and a materials recovery facility (MRF) is needed in every subregion in the City. At least one of these MRFs must have a railhead for rail-hauling solid waste for remote disposal. The City will need to bring the Hyperion Wastewater Treatment Plant up to full secondary treatment capacity, expand the capacity of the Terminal Island Wastewater Treatment Plant, and build a new water reclamation plant by the year 2010. The Los Angeles County Joint Water Pollution Control Plant (JWPCP) currently treats about 14 million gallons per day of City wastewater. JWPCP needs to be expanded to full secondary treatment capacity but may not be able to accommodate both City and County growth through the year 2010.

Urban Form

The shape of Los Angeles, or its "urban form," has evolved primarily in response to the private automobile. The City's development pattern can be characterized as polycentric, consisting primarily of low-density single-family residential areas or low-rise apartment districts interspersed with higher density commercial centers. This is in contrast to the traditional development pattern of American cities, which usually feature highly concentrated downtowns surrounded by concentric circles of decreasing development. If most East Coast cities were shaped by rail transit, Los Angeles was primarily influenced by its freeways which connect its many centers and enable residents to live relatively far from their places of work. One of the consequences of the City's automobile-oriented development pattern is a scarcity of pedestrian-focused plazas and shopping districts.

Urban Design

Historically, the City's early single family houses (such as the bungalow) and its multifamily developments (such as the courtyard apartment complex) have been of high architectural quality. More recent construction, particularly multi-family residential developments, have ignored these urban design lessons

from the past. Many newer apartment buildings convey the sense of “big ugly stucco boxes,” fueling community opposition to the development of affordable housing.

The same criticism can be levelled against recent commercial developments in Los Angeles. Most older commercial buildings in the City were oriented towards the street and provided opportunity for walking and strolling. Few new commercial buildings have been designed to facilitate such pedestrian use. Instead, these projects have been developed as individual structures which necessitate access by automobile. Many large scale “master-planned” projects are characterized by free-standing structures which require auto access or contain vast “sterile” plazas which are not conducive to public use. In many areas of the City sidewalk widths have been reduced to dimensions which are barely usable.



Prototypical Community Scale Center



Prototypical Mixed Use Boulevard

Urban design illustrations from Citywide Visions Workshop by Francisco Behr, AIA

FORECASTED GROWTH

The largest source of future population growth in the City of Los Angeles and the rest of the southern California region, estimated at 63%, is expected to result from natural increase, the excess of births over deaths.

The remaining 37% of future growth in the greater Los Angeles area is expected to result from foreign immigration

Population Growth

According to the U.S. Census, the City of Los Angeles had a population of 3,485,000 residents in 1990. By the year 2010, according to projections made by the Southern California Association of Governments (SCAG), Los Angeles is expected to grow by another 822,000 residents to a total population of 4,307,000, an increase of 24%. The greater Los Angeles area, which includes Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties, is expected to grow from its 1990 U.S. Census population of 14,528,000 to 20,281,000 persons, an increase of 40%.

The largest source of future population growth in the City of Los Angeles and the rest of the Southern California region, estimated at 63%, is expected to result from natural increase, the excess of births over deaths. The remaining 37% of future growth in the greater Los Angeles area is expected to result from foreign immigration. Domestic in-migration will no longer remain a strong force. Instead, demographers estimate that more residents will leave the area than will move here from other parts of the country.

Employment and Housing Growth

Employment in the City of Los Angeles is forecasted to increase from a 1990 base of 1,902,000 jobs to 2,100,000 jobs by the year 2010, an increase of 10%. Housing is expected to grow from 1,300,000 to 1,566,000 dwelling units, an increase of 20%.

Higher Densities

Unlike the past, when Los Angeles was able to accommodate a growing population through annexation of undeveloped land, future growth in the City will be accommodated largely by building on smaller scattered parcels, a process called "infill development." The City's present geographic size is not expected to increase significantly. Instead, more City residents will likely be living in apartment or condominium complexes. The vast majority of the 266,000 housing units that will be constructed in the City of Los Angeles from 1990 to 2010, almost 92%, will be multi-family dwelling units.

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& monitoring,
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“interesting study”*

CONCLUSION

One of the most important features of the General Plan Framework Project is its commitment to follow-up through plan implementation and monitoring. Without implementation and monitoring, the General Plan Framework will be no more than an “interesting study.” The project team’s initial thinking is that the Framework Plan should be implemented through a toolkit of techniques that encourage development to occur consistent with one of the primary goals of the Directed Growth Strategy, namely, focusing growth around transit stations and along the boulevards and away from single-family neighborhoods.

All of the techniques and incentives in the Implementation Toolkit seek to reduce red tape and to provide the development community with certainty and continuity in the planning and permit approval process. Some of the Implementation Toolkit’s components may include the following:

- > Overlay zoning system;
- > Mixed use ordinance; and
- > Construction design standards for multi-family housing and other land uses.

The strategy to implement the General Plan Framework includes four main approaches:

- > **Regulatory Reform:** streamlined and coordinated regulations that reduce the number of steps, eliminate duplication, and generally speed up the approval process.
- > **Private Sector Incentives:** incentives for private development to occur in areas of the City prioritized in the Framework Plan through fast track approvals, targeted capital improvements, zoning incentives, and fee waivers and reductions.
- > **Monitoring:** review of growth trends and their impacts on the City’s system of public services and infrastructure.
- > **Community Planning:** amendments to community plans as the foundation for implementing some of the Framework Plan’s key provisions for location of jobs, housing, and public facilities.

Implementation of the General Plan **Framework** will be an on-going process requiring feedback and review of data generated by a Monitoring System and preparation of annual reviews to the City Planning Commission, City Council, and the Mayor identifying recommended policy adjustments.

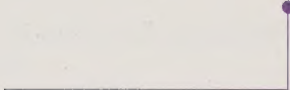
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FRAMEWORK

WORK

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Information in this report was collected from the following sources:

U.S. Census Bureau

Southern California Association of Governments

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